DOCUMENT RESUME

ED 457 886 JC 010 635

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TITLE From Persuasion to Accommodation in Public Two-Year College Development.
PUB DATE 2001-00-00
NOTE 15p.; Presented at "A Century of Community Colleges in America: Challenges Past, Present, and Future" Conference (Denton, TX, February 25, 2001.)
PUB TYPE Reports - Descriptive (141) -- Speeches/Meeting Papers (150)
EDRS PRICE MF01/PC01 Plus Postage.
DESCRIPTORS *College Role; *Community Colleges; *Educational History; Educational Innovation; Governance; School Community Relationship; *State Legislation; Two Year Colleges

ABSTRACT

This document, both a historical report and a personal narrative from a university professor, describes public two-year college development in the United States from the late 1940s to the end of the 1980s. Highlights include: (1) by 1950, the number of public two-year colleges (322) had become greater than the number of private ones (302); (2) by 1989 membership in the American Association of Community and Junior Colleges reached well over 1,100; (3) in 1950, there were professors of junior college education in only two universities-Washington State University with S.V. Martorana and the University of Texas, with C.C. Colvert and James Reynolds; (4) throughout the latter half of the 1950s and the early 1960s, where legislative enactments permitted the founding of public two-year colleges, citizens had to be convinced that they needed and should have a junior college; (5) by March 1960, grants were made to five universities for the development of doctoral-level graduates programs for two-year college leadership; and (6) in spite of admonitions in the late 1950s that state-level planning for public two-year college development was a state responsibility and that establishment should be preceded by an adequate study of needs for programs and conditions pertaining to finance, location, and facilities, by 1965 the demand by the public was overwhelming. The document includes a catalog of studies completed by the author during his career. (EMH)

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From Persuasion To Accommodation In Public Two-Year College Development*

Raymond J. Young

Information in this treatise about public two-year college development in the USA and the author's role in that development has been drawn from old office and daily work calendars, written communications, and personal recollections. The time period of involvement traverses an era from the late 1940s to the end of the 1980s when he retired from active University/Consultant work. By 1950, the number of public two-year colleges had just become greater (332) than the number of private ones (302), and by 1989 membership in the American Association of Community and Junior Colleges reached well over 1,100. In 1950, there were professors of junior college education in only two universities, namely, Washington State University with S. V. Martorana and the University of Texas with C. C. Colvert and James Reynolds. In several other universities were professors of secondary education and/or school administration who had knowledge and expertise regarding the two-year colleges, and they offered one or more courses on the subject. They were Leonard V. Koos University of Chicago, Charles W. Simms Appalachian State Teachers College, William A. Black Kansas State Teachers College at Pittsburg, Galen Saylor University of Nebraska, Adolph Unruh Washington University, Harl R. Douglass University of Colorado at Boulder, Clyde Hill Yale University, William Carpenter University of Missouri, and John A. Sexson who was a lecturer in the Department of School Administration University of Southern California. The author's doctoral dissertation, endorsed by the Research Committee of the American Association of Junior Colleges, was one of the few earliest in the field. The study conducted during the late 1940s and completed in 1950 was concerned with the legal bases for public two-year college development. In states where statutory provision existed, except in a few like New York, Texas, Mississippi, and California, two-year colleges were legally a part of the public school system as an extension of the high school. One-half had enrollments of under 300 headcount students. Throughout the period 1920 to 1950, several authors had advocated a minimum of 200 to 500 students were necessary to justify the establishment of a public junior college. In the early 1950s, a few school district superintendents in larger school districts were already heard expressing concerns that the junior college in their district was sapping monies away from the elementary and high schools. In some districts the junior college was the object of community pride and joy, and monies were being diverted from the lower levels to support the junior college. Throughout the latter half of the 1950s and the first few years of the 1960s, where legislative enactments permitted the founding of public two-year colleges, citizens had to be convinced they needed and should have a junior college. This necessity combined with personal zeal and missionary spirit was responsible for the author having conducted more citizen's participatory studies to establish public two-year colleges than any other person working in this field.

Roots of an Educational Zeal

Near the end of the great economic depression in the late spring 1939, the author's high school football coach took two boys from the football team to work out while coaching staff members at several small Southeastern Kansas two and four-year colleges watched. Offers of financial assistance were proffered each boy, but in the author's case, it was the Junior College at Independence, Kansas that piqued his interest most. It had a good reputation; it's football teams won their fair share of games; and, it was only 50 miles from home. On a second visit, while jogging around the track, by chance, a recruiter from a nearby state teachers college happened to be visiting and apparently took note, for the author was soon invited to interview in the athletic office of the teachers college. He was given a job mopping the gym and went out to practice several weeks before school was to begin. It took only a few days to decide there must be a safer easier way to earn a way through school, so he found a dishwashing job in a café near campus for meals, a part-time hotel janitorial job for a room and transportation to campus, and a weekend job for cash pumping gasoline and fixing tires. For the allotted time allowed under the National Youth Administration (NYA), between classes during the day he typed records in the Dean of Men's Office. He borrowed tuition money from the college with the office job as collateral, and purchased books and materials from the $75.00 savings from summer work on a ranch for board

* Opening speech 25 February, 2001 at Inaugural Conference, "A Century of Community Colleges in America: Challenges Past, Present, and Future" sponsored by Bill J. Priest Center for Community College Education, College of Education, University of North Texas, Denton, Texas.

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and room and $3.75 per day. He had firmly decided in high school to be a teacher with an ultimate goal of school district superintendent. The plan was to certify quickly as a one-room country school teacher, attend college in summers, and eventually obtain a degree such as several aunts and uncles had done. Except for only a very few high school graduating seniors, most who continued their education did so at lower cost public junior colleges that dotted the landscape in the largest high schools. During the first year of teaching after one year of college, Pearl Harbor was bombed, and by the end of the fall term the following year, he was conscripted into the Army and served with General George Patton's 3rd Army from Omaha Beach via the Battle of the Bulge to a point approximately 50 miles from Berlin. Experiences during three years of military service had convinced him that no young man of this country should have to again suffer the fear, sights, sounds, misery, and pain of armed combat. He believed that the long-term answer to peace would lie in an educated populace that had been afforded the opportunities to acquire the knowledge and skills as far as their abilities would permit. He was firmly convinced from first-hand experience that the public junior college within commuting distance of young poor people and its low rate of tuition was the societal instrument that could make schooling beyond the high school level accessible for thousands who otherwise would not be able to afford it.

During his master's degree work, he had a course on the junior college from William A. Black and became acquainted with all the published writings of the time, which were not very many. Data collection for his master's thesis required interviews in most of the larger school districts in Southeastern Kansas regarding administrative practices relating to the high school library. In each of these locations, there was a junior college organized as an upward extension of the high school. The author seized upon the opportunity to conduct a second study simultaneously regarding the junior colleges to discover what could be known about their programs, finance, staffing, students, and administrative structure. Results went into a term paper, but the experience served to further strengthen his desire to do everything he could do to improve that segment of education and to broaden the scope of that opportunity across the land. When he entered doctoral work, he already knew what the dissertation research problem was going to be. Results were published in several journals including the *Junior College Journal*. Summarized results were published by the Council of State Governments in their annual report. Several states used the study results in the early 1950s in drafting general legislation for development of public two-year colleges.

Organizational Experience as Path to Junior College Service

In the fall, 1950 as a faculty member at Oklahoma A & M in secondary education with specialization in Junior College Education, the author was invited to meet with the Executive Committee of the State Secondary School Principals Association. A strong interest was evinced in a state-wide curriculum improvement effort. Since Illinois had the most successful and extensive movement in the country to improve high school programs, the author visited for several days in Champaign-Urbana with the leading participants. The purpose was to learn what he could about things that had succeeded and things that might have been done differently. With this information, he launched with the Principals Association a successful secondary school curriculum improvement tailored to Oklahoma. He was released one-half time by the University to maintain an office in Oklahoma City donated by the Oklahoma Education Association near the capitol with the State Superintendent of Education Office providing secretarial service. Over several years the author worked intensively with many high school faculty and administrators on in-service activities and projects including summer six week workshops co-staffed with an expert, Harry Broad Principal Daniel Webster High School in Tulsa, on working with citizens and faculty groups. After a few years, the University of Oklahoma took over his salary, increased his rank to Associate Professor, and he moved to Norman, Oklahoma as a member of the faculty. In addition to work with the Curriculum Commission, he was Coordinator of Teacher Education for the University and reported to the University President. Soon, someone on the telephone from the University of Illinois indicated they had discussed and were about ready to establish an organization of all school administrator associations plus representatives from universities offering doctoral programs in the field. Since the position was in the Bureau of Educational Research, there would be opportunity to follow ones research interests. When asked what it would take for the author to be interested, he gave a salary figure double the one he was getting and was immediately asked to come for an interview. After the Oklahoma State Superintendent of Education agreed that arrangements could be made to house the leadership for the Curriculum Improvement movement into that office with an expansion to include junior high schools and elementary schools, these improvement efforts lasted at least a decade longer.

On arriving at the University of Illinois September, 1955, the author was immediately invited by the Illinois Junior College Association to be their fall state conference speaker and to serve as advisor at their

regular meetings throughout the year. Introductions were soon made to some active members of the North Central Association of Colleges and Secondary Schools, and the Sub-Committee on Junior Colleges of the Commission on Research and Service invited the author to join their Sub-Committee. Chairman of the Sub-Committee was the President of Jackson Junior College, Jackson, Michigan. When it was noted that only about one-third of the public junior colleges in the 19 state region were regionally accredited, under auspices of the Sub-Committee, the author began organizing and conducting a school for non-accredited junior colleges at the annual NCA meeting at the Palmer House in Chicago. The Sub-Committee also recommended a procedure two-year colleges could use to seek accreditation involving the provision by NCA of a consultant to assist an institution over a period of time to properly complete an evaluation self study. Members of the Sub-Committee were increasingly invited to serve as examiners on accreditation visits as well as assignments as consultants to institutions wishing to become accredited. Through wide-spread contact with two-year colleges throughout the region, the author observed that unless enrollments were on the order of 1,000 FTE or more, the possibility of program diversity other than a smattering of business related courses was unlikely. Within two decades, most, if not all public two-year colleges had been regionally accredited. Two former doctoral students of the Center for the Study of Higher Education, University of Michigan who had classes with Dr. Young had obtained positions in the U.S. Office of Education whose work entailed the administration of monies for higher educational institutional development. The author worked with them in suggesting that regional accreditation be one of the criterions for eligibility. That criterion stimulated two-year colleges that had not already sought regional accreditation to do so.

First Citizens Participatory Study to Found a Two-Year College

During the Spring, 1956, word from the school district superintendent in Wood River, Illinois indicated there had been some discussion in the Chamber of Commerce about interest in the possibility of a public junior college in the Wood River-Alton area. In a meeting March 3, 1956 with members of the school board and school administrators, the author advised that there should be a study of the need for programs, potential enrollments, facility requirements, and costs of operation and capitol requirements inasmuch as the law required the State Superintendent of Public Instruction to advise in the matter. Also the citizens would have to approve the proposition. There was no state level board, commission, or officer legally responsible for two-year colleges. The law permitted the establishment of such a college within a district having ten to twenty-five thousand population after obtaining advice of the State Superintendent of Public Instruction and a favorable majority of votes cast in an election held on the proposition. In order to convince taxpayers they needed a public junior college, the author advised that a study be done involving citizens from the two school districts to help conduct the study. Contacts were made by Young with a few university personnel such as L. V. Koos, Hugh Stickler, Ralph fields, and S. V. Martorana as well as several superintendents of large city school districts having two-year colleges. None knew of any comprehensive studies done to assay program needs, and none knew of any studies that had involved citizens in such an undertaking. The only help came from someone in the Los Angeles School District in charge of vocational education who sent information about several studies in which data had been gathered from administrators of various area businesses and industries. Ralph Berdie had completed a study of all Minnesota high school juniors and seniors and followed up with later contact a year or so after graduation. He had not only established the validity of educational intentions and occupational aspirations of high school students, but his work provided a format and examples of data gathering instruments that could be modified. Elbert Fretwell had completed a dissertation that identified the criteria to be used in starting a new public junior college. Harold D. Reese had studied various methods of projecting and predicting two-year college enrollments as part of his dissertation at Penn State University. No one in the United States was known to have previously conducted a comprehensive citizens participatory study for the establishment of a public junior college. Drawing upon the expertise of how to create a citizens committee by former participants in the Illinois Secondary School Curriculum Improvement Program and results of studies mentioned above, the study began September 20, 1956 when citizen study sub-committees were organized into work groups and given specific directions about work to be carried out. When the study was completed the following spring, results revealed a pressing need for post-secondary levels and types of education in the area, and an election was planned. The night prior to the election, the President of a major state university came into the town and speaking from the post office steps announced his institution would be quickly establishing a branch college in their midst, so there would be no need for the voters to pay for a new college. Not quite twenty years later citizens of the area realized they had missed a variety of technical and semi-professional level occupational programs the study showed they needed, and they got themselves their own community-junior

college. However, the author had field tested the instrumentation of data gathering necessary to meet criteria specified by Fretwell and a method of citizen involvement that subsequently paid off well when citizens elsewhere were to authorize establishment of a new college and a levy to support its operation and capital needs. To reiterate, in those days of the late 1950s and early 1960s, it was necessary to persuade and convince citizens in an area that they needed a two-year college if they were to vote favorably for one. The best method to neutralize dissent and of persuasion was the involvement approach to determining if conditions supported the notion of a new public college in their midst. The citizen's involvement approach is an educational process which can proceed only over sufficient time to permit thorough discourse of study findings as they are developed. Following the Wood River-Alton study, there were similar citizens involvement studies in Freeport and Canton, Illinois which led to the establishment of Highland Community College and Spoon River Community College. A study was conducted in Henry County in which Kewanee was the County seat. Near the end of the study, a major industry/employer left the area and conservative farmers were not willing to tax themselves more even though the need for programs was there, but the enrollment potential was marginal. The area later became part of the territory serviced by Black Hawk College in nearby Moline.

Later, the author directed and conducted the only inter-state community college program needs study known to have taken place. Interest existed in Moline to separate the junior college from the public school district into a larger independent district, and at the same time across the Mississippi River in Iowa questions had arisen about how to best service the Eastern Iowa area along the Mississippi River from Clinton which had a small junior college as an extension of their high school to Muscatine that likewise had a small junior college and including in-between areas of Davenport and Bettendorf. The Moline Junior College President and an Assistant School District Superintendent in Bettendorf had discussed the possibility of coordinating efforts to serve the citizens along the River. Dr. Young informed and got the blessings and encouragement of State Superintendents in both states to conduct an inter-state citizens participatory study of need for two-year college programs. Citizens Committees were organized both from school districts in Moline and Rock Island and from School districts of Muscatine, Davenport, Bettendorf, and Clinton. These separate study committees were organized by Young with help from a person released from the administrative staff of Moline Junior College and an Assistant Superintendent of Schools in Bettendorf and with direction proceeded to conduct the study. A coordinating Council composed of representatives from each study citizen's committee was formed and met periodically to share information as the study progressed. Results were compiled into two volumes, one for each state. While the study never led to formal arrangements between the two states, the effect of the study may have included some informal types of program development coordination in the best interests of the citizens. Moline Junior College became Black Hawk College in a new district serving the areas of Moline, Rock Island, and the Kewanee area. Developments on the Iowa side included establishment of a new college in Bettendorf and location of District Offices in Davenport as the total area of the study became Eastern Iowa Community College District. Scott Community College was the new college located in Bettendorf. This undertaking in two adjacent areas simultaneously in different states was a huge one.

Illinois State Level Planning

As indicated above until 1959, Illinois like most other states except very few had no state level body responsible for public two-year colleges as part of school districts, they were under the general supervision of the State Superintendent of Schools/Public Instruction. At 9:30 a.m. May 19, 1959 Peter Masiko Chancellor Chicago City College and Raymond Young met with State Superintendent of Public Instruction Wilkins in Springfield, Illinois to discuss two items of business. First was a recommendation that, because it seemed inevitable that Illinois was on the verge of two-year college expansion, a billet should be created in the office of State Superintendent and staffed with someone with a junior college background to provide assistance and state level oversight. Young had prepared a job description for the incumbent of such a position, and Masiko had developed a set of qualifications for a person to be employed. After some discussion with the State Superintendent and one of his assistants, he agreed with the idea and inquired as to whether we knew of an individual who could perform such a job. The President of Centralia Junior College was recommended. The billet was soon created and the person recommended, Robert Birkheimer, was employed.

Second, Young and Masiko recommended that legislation be introduced to permit the creation of junior college districts encompassing one or more counties and/or public school districts separate from single districts maintaining a high school. The suggestion was made that such legislation be drafted and submitted. Young drafted the statutory changes and worked with Dr. Hal Hall, then Superintendent of Schools in a Chicago area public school district who had connections with one or more state legislators. The legislation was

introduced and passed, thus opening the way for separation of two-year colleges from public school districts maintaining one or more high schools and the formation of junior college districts with power of taxation. Several years later after Dr. Young had left Illinois, the Illinois Community College Board came into existence as the legal state level agency responsible for the coordination of public two-year colleges in Illinois.

Prior to efforts to lodge state level responsibility in the Office of Public Instruction, in 1957, a legislative study council commissioned the author to develop for their consideration a state plan for public junior college development as part of an overall plan for higher education. In developing the plan for two-year college development the author had created for planning purposes catchment areas denoted by circles around each proposed population center with radii reflecting travel/time distances based on road accommodations, estimated travel time and population. In each location, analyses were made of demographic and sociological census data for every prospective area outside Cook County. Following completion of the study and its acceptance, information regarding the facts in the most promising areas for two-year college development were sent to such local organizations as school authorities, Chambers of Commerce, or service organizations such as Lions or others. Eventually, most of the citizens in those areas took action in subsequent years. At the time of the study, it was not politically feasible to draw circles on maps for public consumption or to suggest there should be two-year colleges in such areas as Champaign-Urbana, Bloomington-Normal, Rockford, or Springfield where a large Catholic junior college was functioning. To have done so would have politically destroyed the validity of the study in the eyes of some decision makers at that time. Results of this study were briefly summarized in a state publication for public consumption.

In the preparation of this state plan, based on his observations of junior colleges throughout the Midwest in his work with the North Central Association of Colleges and Secondary Schools, and for the first time anywhere, the author used a minimum prospective enrollment of 1,000 as necessary for the establishment of a public junior college instead of lower levels previously advocated by Koos, Eells, and others. The next year as part of a John Dale Russell study of higher education in Michigan, S. V. Martorana, who had joined the U.S. Office of Education, was selected to conduct the two-year college portion. He telephoned the author to check on the criteria used in the Illinois study, and he agreed that a 1,000 minimum prospective enrollment was indeed the most desirable minimum, and so from that time, that became the adopted minimum used by planners as a kind of birth control on the establishment of smaller institutions.

The Late 1950s As a Period of Awakening Nationally

In April, 1957, Leland Medsker contacted the author indicating that he would be joining the University of California at Berkeley as a Consultant and Researcher in Higher Education. He had prospects for a grant to conduct a study and wanted to discuss the proposal. So on April 26, 1957 over lunch at the University of Illinois Student Union several hours were devoted to reviewing the proposal. Young agreed to assist by conducting a study at the University of Illinois of how junior college transfers performed compared to native students. That portion of Medsker's subsequent book was contributed by the author showing data on performance by field of study. In the late 1950s Dean Bernie Dodds and the author signed a contract with a major publishing company for a book on the junior college. Soon afterwards, Dr. Dodds died, and the author was given the choice of continuing alone or of canceling the contract. Meanwhile the Wiley Company contacted the author inviting him to become the editor on a book titled, *The American Junior College*, being prepared by James Thornton; he could either take the money offered or be listed as the book editor. Being in need of money to pay for a house, the money was taken and the former contract cancelled. (A big mistake.) Not only did Young suggest adding a chapter on student personnel services but also he made a case to the publishers for changing the name of the book to reflect a new era in two-year college development on the horizon. Junior colleges in function were becoming community colleges as had been earlier labeled by Jesse Bogue. The publisher agreed, and the book appeared in 1961 as the *Community-Junior College*. It was similar with the author's editorial work to the one he envisioned earlier, and it served its purpose well. Soon the nation's public junior colleges became known as Community-Junior Colleges. This bridge from the old to the new may have assisted in giving support to greater curriculum diversity as the colleges encompassed more than previously occupational education as a major function to serve technical and semi-professional needs for trained manpower.

A few months prior to the 1957 annual meeting of the American Association of Junior Colleges in Salt Lake City, Utah, Grant Morrison of the U.S. Office of Education telephoned the author to ask what he thought about arranging for persons connected with universities and working in the junior college field having a meeting to possibly organize their own group. The author agreed with the idea of having such a meeting and to inviting

all persons then known to be interested in junior colleges and working in universities to gather at the meeting. He agreed to chair such an informal meeting, and Dr. Morrison agreed to arrange a meeting room. A meeting was held with about ten persons in attendance including William Crawford Washington State University, William A. Black Kansas State Teachers College at Pittsburg, Kansas, S. V. Martorana U.S. Office of Education, Grant Morrison U.S. Office of Education, C. C. Colvert University of Texas, Hugh Stickler Florida State University, James Reynolds University of Texas, and Raymond J. Young University of Illinois and several others whose names have been forgotten. L. V. Koos sent his regrets, for he had a conflict but wished the group well. (At that time Leland Medsker was with the Chicago Junior College, Fred Kintzer was Dean of Olympia College, Bremerton, WA; Leon Henderson was Professor of Secondary Education and Junior College Consultant University of Florida; James Wattenbarger was a member of the State Superintendent's staff as Junior College Specialist in Florida; B. Lamar Johnson was an administrator at Stevens College in Columbia, MO; Ralph Fields was a faculty member in Higher Education at Teacher's College Columbia University; L. V. Koos was Professor at the University of Chicago; and Lewis B. Mayhew was Associate Professor, Michigan State University East Lansing, MI.) The proposition to organize university personnel working in the two-year college field was soundly defeated by vote, but the group expressed desire to meet informally the following year, and Raymond J. Young agreed to arrange for another meeting at the next national convention of the Association and to plan an informal program. This he did at Grand Rapids—1958, Long Beach, CA—1959, and Louisville, KY—1960. In 1960, the group decided to formally organize and became known as the Council on Colleges and Universities. Thus, the beginning of CUC was several years before Kellogg Foundation had funded any leadership programs at universities for junior college administrators.

In 1958 Jesse Bogue retired as Executive Secretary of the American Association of Junior Colleges and was invited by the University of Michigan to join the newly developing Center for the Study of Higher Education for a year. In that year a proposal for $400,000 submitted by Algo Henderson was funded by the Carnegie Foundation. In the Spring 1959 prior to the annual meeting of the North Central Association of Colleges and Secondary Schools, the author received a telephone inquiry from Mr. Henderson asking about possible interest in an upcoming position to establish a doctoral program in junior college education at the University of Michigan. After meeting in Chicago during the NCA annual meeting, the author was interviewed in Ann Arbor by the Executive Committee of the School of Education, a University Vice President, and the Director of the Bureau of School Services. With strong support from Jesse Bogue, that day the author made a verbal commitment to accept a proffer to join the faculty and develop a community-junior college leadership doctoral program. When Young reported for duty the following September, several conversations had been held already between Algo Henderson and between representatives of the University of Texas and Kellogg Foundation staff about the possibility of entertaining proposals for funding graduate programs in Community-Junior College Leadership. One of the first tasks of the author was to prepare a proposal to the Kellogg Foundation for the University of Michigan to expand upon the doctoral program which was already underway.

The 1960's Explosive Challenge for Accommodation

By March 1960 grants were made to five universities for the development of doctoral level graduate programs for two-year college leadership. In 1961, grants were made to five other universities in Florida and Michigan that had worked out cooperative arrangements among themselves within the respective states for coordinating the leadership programs. In the Spring, 1961, Edmund Gleazer, Executive Secretary, AAJC called a meeting of Program Directors in Dalas, TX with the W.K. Kellogg Foundation Director of grants made to the universities present. This group of Leadership Program Directors organized themselves and would hold meetings one or two times a year for the next 10 years. There was no connection at any time between this group and the newly formed Council on Colleges and Universities (CUC), although all Leadership Program Directors were also members of the much larger CUC group of professors that had increasingly been added to faculties of higher education institutions developing new programs and emphases focusing on leadership in two-year colleges. When the grant period expired, program directors ceased to meet, but CUC which was an entirely separate body from the beginning continued until this day with greatly changed objectives and a change in name to reflect that. The Leadership Program Directors in funded universities were Leland Medsker, University of California at Berkeley; B. Lamar Johnson, UCLA; James Wattenbarger, University of Florida; Raymond Schultz, Florida State University; Max Smith, Michigan State University; Sigurd Rislov, Wayne State University; Raymond J. Young, University of Michigan; Walter Singlinger, Columbia University; C. C. Colvert, University of Texas; Lewis Mayhew, Stanford University. As part of the cooperative/collaborative arrangement among the three Michigan universities, a coordinator of non-class activities and in-service education was employed with rank of

full professor on the faculty of each of the three universities. Dr. George Hall became the tri-university coordinator, and he organized and staffed many conferences, workshops, and seminars and arranged for and supervised internships of students from each of the three universities.

In the early 1960s the author became chairman of the North Central Association Research and Service Commission Sub-Committee on Junior Colleges. Soon the name was changed to Sub-Committee on Community and Junior Colleges. The Committee continued to sponsor workshops annually for two-year college administrators wishing to seek regional accreditation. There were also training sessions for persons who would serve as consultants to institutions wishing help with self-evaluation studies and guidance through the accreditation process. Formerly, accreditation examination teams had no one on the team knowledgeable about two-year colleges, but this practice was changed so that those teams would include administrators of two-year colleges and/or university professors working in the field as examiners. The scope of two-year colleges eligible for accreditation was broadened to include technical institutes and specialized non-public institutions such as Lourdes Junior College, Sylvania, Ohio, a Catholic school for the preparation of nuns for service as social workers, teachers, nurses and church work.

In spite of admonitions in the late 1950s that state level planning for public two-year college development was a state responsibility and that establishment should be preceded by an adequate study of needs for programs and conditions pertaining to finance, location, and facilities, by 1965, the demand by the public expressed through various groups including chambers of Commerce, was overwhelming. Proper planning, especially regarding geographical location and prospective enrollment disappeared. In steamroller fashion, the demand and fervor in increasing numbers of cities to keep up with the Jones'es by having their own two-year college resulted in one being established somewhere each week for a time. The Kellogg funded leadership programs in ten universities stimulated numerous other collegiate institutions to add one or more staff persons to teach and work in this field. Many, if not all, became members of the Council of Colleges and universities (CUC). For professors also serving as consultants to the burgeoning demand for assistance, including the search and recommendation of qualified persons to serve as presidents of new colleges, it became a matter of accommodation, for by then the citizenry knew they needed a two-year public college in their midst and were in a hurry to get it.

Nature of Studies Conducted, Especially Establishment Studies

Although the author published over 150 books, journal articles, pamphlets, and printed study reports, much to the dismay of some colleagues, he made a conscious choice to devote his time and writing energies in the field helping start new colleges and college districts to provide for untold numbers of youth and adults of many areas increased and improved educational services rather than to devote time and energies to preparing manuscripts for publications to impress colleagues, university administrators, and students that would soon gather dust. He holds the record for the number of public community colleges he helped establish, many of them by vote of the citizens after a seven or eight month citizens participatory study culminating in an election. Most of the unpublished study reports would contain 200 to 300 pages of mimeographed writing and data presentation and interpretation. Most copies of these studies were donated to the University of Michigan Center for the Study of Higher Education. Some of them were state plans for community junior and technical college development, such as state plans in Connecticut, Ohio, Illinois, Nevada, Louisiana and Iowa. Some studies were designed to develop educational specifications by working with faculty for new facility development. Several were focused on development of job classification and compensation systems at both the two-year college and public school levels using a modified version of the Hay method. A cursory examination of the many studies conducted might mistakenly seem like they contained the same formats with only different numbers. In most instances, opportunity was taken to utilize and experiment with various research techniques. For example, in several areas where there seemed to be some citizen resistance to the idea of authorizing and financially supporting a public two-year college, studies were done to uncover the informal power structures. University students with majors in psychology, sociology, and public administration were organized to conduct such a study. Then public relations efforts zeroed in on the persons found important in the informal power structure as they were the leaders in their respective communities to whom others listened. Correlational studies were also done between the expressed educational intentions of high school seniors and juniors and follow-up studies to test the validity of findings by Ralph Berdie in Minnesota. In a rural area, there was always the question of where the natural socio-economic boundaries might be and the relationship to how far people would commute to obtain college level educational services. Using a methodology borrowed from agriculture economists where a stratified random number of households were queried as to where they would go to

purchase different types and levels of goods and services as well as to attend a public two-year college revealed citizens would commute for attending a college as far as they normally would to buy durable goods such as furniture, automobiles, and farm implements. Over time, the studies involved hands-on types of social research that many educators typically only read about. It was the opportunity to fit the research methodology to the particular and unique characteristics of an area being studied that provided the continuous challenge and motivation throughout the years. Sometimes situations required the use of opinion polls with data collected from stratified random samples of households by interviews or use of questionnaires. For example, in Spokane, Washington, a city of over 360,000, it was important for long-range community college planning to access public attitudes, interests, and perceptions. Sample stratification was done by socio-economic characteristics; randomized samples of households were drawn; students from Eastern Washington State University, Spokane Community Colleges, and Gonzaga University majoring in psychology and sociology were trained to conduct interviews following a stipulated procedure, then assigned specified households to contact during a specified period of time. In Louisiana the author, with help from local knowledgeable persons, divided the state into eight socio-economic regions within which high schools were stratified by size. Then students from Louisiana State and Tulane universities were assigned within the regions of their choice to deliver and administer questionnaires during a given one-week period of time following a specified procedure to gather data from high school seniors.

Responses from over 36,000 high school seniors were obtained. Results were analyzed by region and size of high school within a region. The author prepared a report of the findings and recommendations supported by them. These are but a few examples of research activities necessitated. After a time of noting that few if any colleagues were basing advice for two-year college development and improvement on data generated by use of scientific research methods, he published an article that delineated the difference between consulting and advising. Much of the advising activity based on the seat of the pants judgments, personal experience, and cursory observations has been unfortunately alluded to as consulting.

Catalog of Studies Completed

Feasibility, long-range planning and redirection studies, and administrative/governance assistance given by the author are listed below. They are organized by state and do not include many studies at the four-year college/university or public school district levels that could be listed.

Alaska. On the question of whether public junior colleges should be organized as part of the university system or free-standing with their individual Boards of Control, meetings were held with administrative staff, including the President of the University of Alaska at Anchorage, and members of the Board of Regents. On request, Young drafted legislation that could be used to authorize a system of independent colleges with their own elected Boards of Trustees.

Arizona. Organized and directed a citizens participatory feasibility study with over 100 citizens from Pima County, including the Papago Indian Reservation. An advanced doctoral student was provided by the University of Arizona on a half-time basis to serve as Field Director to implement study activities, and the Chamber of Commerce provided an office/headquarters for the study. The study report produced after about eight months of study activity served to document the need for a public two-year college and accompanied the application for state approval for an election. After the District was formed, the Board of Trustees elected, and the tax levy approved, Young assisted the Board in finding a President and in hiring an architectural firm to build the college.

Colorado. Directed presidential search for El Paso Community College, now known as Pikes Peak Community College, in Colorado Springs and recommended its first president. Helped to evaluate several prospective site locations for the college.

Assisted Rangely Junior College, now known as Colorado Northwestern Community College, and Lamar Community College prepare for regional accreditation.

While not a community college, Young was a member of the team from the University of Michigan that established the first curriculum at the Air Force Academy. He drafted the first version of the Liberal Arts portion of the curriculum.

Connecticut. For the Connecticut State Board for Community College Education, Young directed a study for a state plan for public community colleges taking into account existing technical colleges. This plan was reasonably well followed. A decided weakness was that there was no involvement of a blue ribbon committee; no legislators or state level administrators were participants.

District of Columbia. For the District of Columbia, Dr. Young directed a comprehensive educational needs study and enrollment projections for post-secondary education programs at all levels from one-year certificate and two-year college levels through the Ph.D. and professional degrees in such fields as law, medicine, and teaching. This was part of an overall study of higher education organization and development within the District. The result was two two-year college campuses in addition to Federal City College (now the University of the District of Columbia).

Florida. Directed a thorough management audit to develop a job classification system for administration including salary levels and progression for Hillsborough Community College, Tampa, FL.

Idaho. Directed the site selection study for the College of Southern Idaho involving evaluation of certain designated locations and other location possibilities. A banker from Denver chosen by Young and an engineer from Boise, Idaho chosen by the Board of Trustees constituted the study team chaired by Young.

With help of a doctoral graduate student, organized a citizens study committee from the five county northern Idaho panhandle area to evaluate Northern Idaho College in Coeur d'Alene and prepare a long-range development plan. At the end of a comprehensive seven-month study, recommendations were made for consideration by the Board of Trustees and the College Administration. The study was similar to a feasibility study in breadth and depth.

Illinois. In addition to the four citizens participatory studies to start new two-year colleges, one citizens participatory study to ascertain need for programs in the Black Hawk Area if a new larger district was formed, the creation of a state level position of authority for two-year college oversight, and the drafting of legislation to permit larger separate junior college districts than single public school districts maintaining a high school all discussed above, the following Illinois studies were engaged in.

Thornton Township High School and Junior College: Observed extremely overcrowded facilities. Projected future enrollments and recommended a new second high school to permit the junior college to take over larger portions of the existing high school facility (Fall, 1955). A new second high school was subsequently constructed.

Conducted a space utilization study at Belleville High School and Junior College and developed enrollment projections. Recommended that the Junior College be moved out of the High School and into separate facilities on its own.

Conducted an abbreviated study of educational needs in DuPage County holding a conference with a group of industry and business executives, including United Airlines, to ascertain needs for trained manpower in the rapidly growing Chicago western suburban area near O'Hare Airport. Maintained oversight of enrollment projections. Conducted a Presidential search and recommended the first president.

Maintained oversight and review of study activities for the establishment of Illinois Central and William Rainey Harper Colleges conducted by members of Arthur D. Little, Inc. and at their request. Conducted a presidential search for Illinois Central Board of Trustees and recommended the first president employed. Recommended along with others the first president of William Rainey Harper College.

Assisted in the establishment of Carl Sandburg College in the Knox/Warren County area and developed enrollment projections for a two-year public college in the two county area in the shadow of Knox College, a private institution. Later Young appeared as a witness in a Supreme Court case to defend the enrollment forecasts and his record in making such predictions. One County had sought to have the establishment election negated. The Court did not allow the negation.

Appeared before large groups of citizens interested in a two-year college in the counties of Iroquois (Watseka), Macon (Decatur), and Harrisburg in Saline County. In the first instance, advice was given to either seek to become part of the two-year college district in Vermilion County (Danville) or Kankakee County that might be planning for a community college development in the near future. Encouragement was given on Young's last day of duty in Illinois to Harrisburg area citizens to go full speed ahead to acquire for themselves a two-year college.

Worked several months with the faculty of Joliet Junior College to develop educational specifications for a new campus facility. Then a recommendation was made as to an architectural firm that was employed to develop architectural specifications. The college was separated from the high school and public school district shortly afterwards.

Conducted for the Board of Trustees for Lincoln Land Community College a site location study with assistance of Ken Brunner of Southern Illinois University. Young conducted a presidential search and recommended the first President who remained until retirement.

Iowa. Retained as a consultant by the State Superintendent's Office in Des Moines for the purpose of developing a state plan and participated in fostering the idea for area districts.

Kansas. Directed the establishment study for Barton County Community College in Great Bend.

Directed the development of educational specifications for Dodge City Community College new campus as the college was separated from the high school.

Assisted in meetings and radio broadcasts to separate the two-year colleges from the public school districts in Pratt and Garden City and assisted the former to prepare for the North Central accreditation evaluation study.

Louisiana. Conducted an educational needs study as part of a state plan for two-year colleges which led subsequently to the founding of three institutions.

Maine. Directed an establishment study for Northern Maine Technical College in Presque Isle.

Maryland. Organized and directed a citizens participatory long-range planning study in the south half of Montgomery County for Montgomery Community College. This was a comprehensive study with heavy citizen involvement.

Massachusetts. Directed a comprehensive citizens participatory study for the establishment of Lowell Technical Institute in Lowell, MA to serve a five town area.

Michigan. Directed comprehensive citizens participatory studies of educational needs in:

1. Gratiot County (no college warranted).
2. Isabella County (no college warranted).
3. Four County Area around Cadillac (Wexford, Missauke, Lake, and Osceola). (College warranted but not activated.)
4. Montcalm County and included a site selection component. College developed as Montcalm Community College.
5. Washtenaw County-College established. Directed election campaign following needs study and recommended first President.
6. Monroe County Community College established and recommended first President after search.
7. Four school district area in Northwest Wayne County for establishment of Schoolcraft College. Recommended first President.
8. Mount Clemens School District needs study. No college established.

9. Five county area in northeast upper part of lower peninsula including counties of Alpena, Alcona, Iosco, Montmorencey, and Presque Isle to determine feasibility of expanding the district for Alpena Community College.
10. Delta County to establish Bay de Noc Community College in Escanaba. Co-Director was Max Smith of MSU.
11. Cass County for establishment of college at Dowagiac. Recommended first President.
12. Five county area in western upper peninsula to expand programs at Suomi College—private junior college.
13. Kent and Allegan Counties with possibility of expanding Grand Rapids Community College District—No Way!
14. Shiawassee County (now in Lansing Community College area).

Directed site selection studies in: Jackson County for Jackson Community College. Berrien County site selection with Merle Sumption, University of Illinois assisting for Lake Michigan College. Site selection study for Mid-Michigan Community College in Clare County. Recommended first President for Mid-Michigan Community College after formal search.

Conducted presidential search and recommended first president for Roscommon County Kirtland Community College; presidential search and recommendation for West Shore Community College first president in Mason County.

Minnesota. James Wattenbarger, the President of Northern Colorado University, and Raymond J. Young were requested by the Board of Higher Education to determine the needs for higher education in the lower one-third of Minnesota. This involved examining closely current offerings at Rochester Community and Technical College, The University of Minnesota, and Winona State College, interviews with institutional planners, and review of enrollment projections.

Missouri. Conducted comprehensive citizens participatory study in the Kansas City Metropolitan area to establish the Metropolitan Community College District. The study included recommendations for establishing three campuses. After the District had been formed by vote in the area, conducted presidential search and recommended the first President, Dr. Kenneth Freeman. Later assisted the Board of Trustees in selecting sites for the campuses.

Ten years after founding of the Kansas City Metropolitan Community College District, Young was asked to repeat a needs study and make recommendations for improvement of programs and services. Recommendations resulted in the creation of Pioneer College, a mechanism to serve District-wide educational needs unserved by anyone of the existing three campuses. Many other recommendations were implemented by the new incoming Chancellor Dr. Ervin Harlacher.

Assisted in the founding of Missouri Western Community College and after a presidential search recommended the first President. Later the College added the upper two years of a bachelor's degree program under control of a separate Board of Trustees.

Conducted presidential search and recommended first president for Crowder College, Neosho, MO.

Nebraska. Directed long-range planning educational needs study for Western Nebraska Community College in Scottsbluff.

North Dakota. Met periodically with faculty and administrators over a three-year period to give guidance for an accreditation self-evaluation study at North Dakota State College of Science, Whapeton, ND.

Nevada. Co-directed long-range planning study with George Hall for developing a system of community colleges. Working with Governor Laxalt and other State officials, a state plan was developed. Young and Hall recommended Dr. Charles Donnelly as the first Chief Executive Officer for the State Community College system. Help was received in developing the plan from Dr. Tucker Department of School Administration, University of Nevada.

New Jersey. Conducted a citizens participatory study of program needs for the establishment of Burlington County College, Pemberton, NJ.

Passaic County Community College in Patterson, NJ had instituted a 100% Management by Objectives system that had been in operation several years. With assistance from Dr. Benjamin Bloom, Young developed criteria and performed an evaluation of the system. Among other things, the lack of effective and continuous faculty in-service training and education resulted in some reasons why a discontinuance of the system was recommended. In theory, the idea seemed very good, but implementation is fraught with numerous practical problems. This study provided a good set of criteria which could be used in other settings; none existed anywhere before.

New York. Assisted the first President, Dr. Al Ammerman, formerly Field Director for Young's study to establish Schoolcraft College in Northwest Wayne County, Michigan, develop a plan for studying program needs in Suffolk County Community College District at Selden, NY (Long Island).

North Carolina. As part of a long-range planning effort in the Charlotte, NC area, Central Piedmont Community College invited six persons to examine whether the college should develop a second campus of roughly 15,000 students or find other ways to deliver community college services to the expected increase in enrollments that would nearly double the present campus number. Three of the persons were Paul Elsner, Maricopa County Community College District Phoenix, AZ; James Wattenbarger, University of Florida; and Raymond J. Young University of Michigan; the other three were top executives of selected major industrial firms. Each was required to examine conditions and make recommendations independently without discussion with other persons involved. Much later, the three mentioned persons discovered they had each made the same set of recommendations in view of the city's blueprint plans for expansion for the college not to develop a second campus but to take advantage of instructional centers at planned circumvential highway intersection mall developments.

Ohio. Directed state plan study for the Ohio Board of Regents for development of public community colleges.

Directed a comprehensive citizens participatory study of post-secondary education needs in counties of Erie, Sandusky, Huron, and Ottawa that led to the establishment of Firelands Technical College.

Directed the establishment study for Cuyahoga Community College, prepared the application for state approval, and presented the case for approval to a Board specially appointed by the Governor. Determined needs of businesses and industry through group conferences of leaders and written input at the end of testimonials. In the very beginning when Lee Medsker met with the Board of Trustees to recommend their first President, in response to a telephone call to Young to inquire if he could direct the establishment study, Young sent data gathering instruments to be used by seniors in the high schools of Cuyahoga County on a bus where Dr. Medsker arranged for copies to be distributed to all high schools along with a set of directions for their administration. Young then took over and implemented the study.

After Cuyahoga Community College establishment had been approved by the State, Young was asked to perform a site selection study. He obtained the assistance of Merle Sumption, University of Illinois, an expert on school site selection, and the site selected is where the first campus was located in the face of some bitter opposition by special interest groups in Cleveland, OH. Young also participated in the decisions regarding two other campus locations.

A decade after Cuyahoga Community College had been in operation Young directed a study to determine if the college/community interface was as good as it ought to be in attracting enrollments from certain segments of the population. For this study, the assistance was obtained from a Catholic nun in civilian disguise and a black experienced male sociologist. Certain reasons were uncovered in both minority and majority populations as to why enrollments were not as great as they could be.

Directed a citizens comprehensive participatory study for the establishment of Lorain Community College in Lorain County and recommended its first president to the Board of Trustees.

Conducted a citizens participatory study in eight counties in Northwest Ohio to determine educational needs and feasibility that Defiance College and Northwest Technical College could cooperate/collaborate in better serving the populace. Oversight of the study was provided by retired Ohio State University President, and the money was furnished by a large pharmaceutical company situated in Indianapolis. In the process of the study over a seven-month period of time, in addition to educational needs for programs, various other social services needed in the rural area were identified.

Directed a citizens participatory study in four counties in Southeastern Ohio for the establishment of a public community district. Following several months of heavy citizen involvement in conducting the study and a grass roots public relations effort built around persons who emerged during the study as leaders, district formation, proposed tax levy, and members of the Board of Trustees were all authorized in an election held for the purpose. Then, working with the State Attorney General Office Young developed a contract between the Board of Directors of a private college already extant in Rio Grande and the public community college Board of Trustees for community college programs and services to be provided by the existing private college. This contract was made renewable on a periodic basis. This was the only such arrangement in the United States.

Directed a comprehensive citizens participatory study in Mahoning County. Following the study a President was employed on a temporary basis, but Youngstown University agreed to start a Technical Institute, and the State Board of Regents did not approve the application of Mahoning County to establish a community college.

Directed a comprehensive citizens participatory study in Columbiana County. Near the end of the study, Kent State University developed a Branch operation in nearby East Liverpool, and the State Board of Regents did not approve the establishment of a community college.

Directed an educational needs study in a three county area of Mercer, Van Wert, and Auglaize for Kent State University to determine how the occupational offerings at the Branch in Celina could be improved and expanded.

Directed a citizens participatory study in the counties of Brown, Adams, Highland, and Scioto to determine the feasibility of a State and General Technical College. The result is Southern State College located at Hillsboro, the site proposed in the study.

Virginia. Directed a comprehensive educational needs study, including enrollment forecasts, for Rappahannock Community College in an eleven county central eastern Virginia area. The President lived in a house formerly owned by the sister of George Washington.

Washington. Met with administrative personnel and the Board of Education members of the Belleville School District, Belleville, WA to discuss the merits of developing a two-year college in the school district. Outlined the elements of a study that should be conducted.

Directed a comprehensive long-range planning study of educational needs in the south side of Seattle for the South Seattle Community College.

Directed and conducted a comprehensive evaluative study of the Student Personnel Services Program at Lower Columbia Community College in the shadow of Mt. St. Helens in Longview, WA.

Directed a comprehensive study of post-secondary educational needs for the Spokane Community College District with two campuses. A blue ribbon Advisory Committee of Chief Executive Officer representatives was formed. Members were from Eastern Washington State University, Gonzaga University, Whitworth College, and the Spokane Community College District. An implementation committee comprised of officials from each of the institutions consisted of admissions officers, deans of instruction, and community college counselors and faculty was established to assist in data collection. This major undertaking involved

personal interviews with a stratified random sample of households in the city of Spokane, and students from several of the colleges were trained and used to conduct the interviews.

Conducted a feasibility study for a management information system among twelve Puget Sound community colleges. This study involved intensive work with staff in each college to develop a common set of data elements that would go into a data bank for answering questions that were agreed upon as needing answers. The most difficult part, and a most necessary part often neglected, is the development of questions that need answering as a reason for the system in the first place. The work of this study provided the basis for the computerized information system which became statewide.

Conducted citizens participatory study of educational needs of adults and youth in the southern Klickitat County area north of the Columbia River including towns of Bingen and Goldendale. The area was adjacent to Hood River, Oregon that had a community college, the Columbia Gorge Community College, in the nearby village known as The Dalles.

Worked with the Board of Trustees of Clark College to develop criteria for the selection of a President. Conducted national search and recommended three candidates to the Board from which one was selected as President of the community college.